



Joint Legislative Audit Committee  
Office of the Auditor General



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**IMPROVEMENTS ARE NEEDED IN  
COORDINATION OF SERVICES FOR  
CHILDREN & YOUTH IN CALIFORNIA**

REPORT TO THE  
CALIFORNIA LEGISLATURE

REPORT OF THE  
OFFICE OF THE AUDITOR GENERAL  
TO THE  
JOINT LEGISLATIVE AUDIT COMMITTEE

816.2

IMPROVEMENTS ARE NEEDED IN  
COORDINATION OF SERVICES FOR CHILDREN AND YOUTH  
IN CALIFORNIA

OCTOBER 1978



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## California Legislature

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October 3, 1978

The Honorable Speaker of the Assembly  
The Honorable President pro Tempore of the Senate  
The Honorable Members of the Senate and the  
Assembly of the Legislature of California

Members of the Legislature:

Your Joint Legislative Audit Committee respectfully submits the Auditor General's second report on services to children and youth in California.

The report demonstrates that improved coordination is needed in state-level planning, budgeting, administration and evaluation of the more than 160 programs which serve children and youth in the State at an annual cost of over \$5.5 billion. Due to the absence of effective coordination, priorities have been established without consideration of services provided through related programs. Opportunity for additional federal financing has been foregone. Administrative deficiencies have occurred in areas of joint agency responsibility. Multiple and inconsistent local agency accounting and reporting requirements have been established.

The Auditor General has recommended that these problems be addressed within the Master Plan for children's and youth services which the Health and Welfare Agency is required to develop by July 1, 1980.

The auditors are Dr. Joan S. Bissell, Supervising Auditor; Eugene T. Potter, Senior Auditor; and Andy P. Fusso, Assistant Auditor. Support staff is Lucy Chin.

Respectfully submitted,

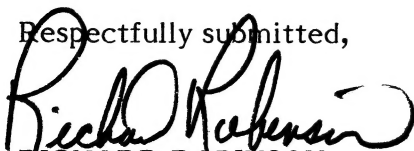
  
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## SUMMARY

Although a variety of formal mechanisms have been created to promote coordination among the seven principal departments and the more than 160 programs providing services to children and youth in the State, improved coordination is needed in planning, budgeting, administering and evaluating these programs.

State agencies are required by state and federal law to coordinate in planning many programs. In addition, the Office of Planning and Research within the Governor's Office has responsibility for overall coordination of planning among state agencies. Nevertheless, we found several examples indicating ineffective implementation of mandated joint planning responsibilities. Duplicative needs assessments have been conducted for related programs, priorities have been established independently and program plans have disregarded similar types of services provided by different agencies. (See page 13.)

State-level budgeting for children's and youth services has traditionally been undertaken by funding source without examining interrelationships among various programs or the most favorable financing for particular services. Latitude to states intended to allow for efficient funding of services which has been provided through federal regulations has not been maximized in California. (See page 18.)

At least \$7.8 million in state funds could be saved annually in day care costs alone by financing services through a different source of federal funds, thereby increasing the federal contribution. (See page 19.)

Several interagency agreements, interdepartmental coordinating bodies and formal advisory groups presently exist with functions related to coordinating the administration of children's and youth services. However, problems in administration in areas of joint agency responsibility and lack of adherence to legislated mandates for coordination suggest limited effectiveness of these mechanisms. (See page 23.)

Separate and inconsistent accounting, reporting and evaluation requirements exist for programs providing similar services to children and youth. Present reporting mandates frequently require considerable local expenditures of resources but do not yield data which can be compared or aggregated at the state or local levels as a basis for determining relative costs and benefits of programs or establishing priorities for funding. (See page 30.)

To address these various problems, we are recommending that the Master Plan for Children's and Youth Services required by the Health and Welfare Agency:

- Specify procedures for integrated planning of children's and youth services by state agencies including coordination among presently required program plans (See page 16)

- Review available funding sources for children's and youth services to identify those providing the most favorable state and local financing (See page 22)
- Identify opportunities to consolidate and/or simplify administration of children's and youth services provided through more than one state agency (See page 29)
- Propose procedures for periodic reporting of consistent information concerning children's and youth services, and identify present reporting and evaluation requirements which might be eliminated (See page 33).

The Master Plan should improve coordination of children's and youth services by more clearly defining roles and relationships among the various departments within the Health and Welfare Agency and between these departments and the Department of Education. To ensure that the Master Plan is implemented and effectively supports the activities of counties, school districts and the many other local public and private agencies involved in delivering services to California's children and youth, the Department of Education should be involved in its development.

## INTRODUCTION

In response to a resolution of the Joint Legislative Audit Committee, we have reviewed coordination of services for children and youth (persons under 18 years of age) administered through state agencies in California. The review was conducted under the authority vested in the Auditor General by Government Code Section 10527.

This report is the second in a series of Auditor General reports on services to children and youth.\* Its purpose is to review:

- Formal relationships which presently exist to provide coordination among the state departments and programs serving children
- Problems in state-level coordination of children's and youth services
- Procedures which have been undertaken by other states to promote interagency coordination of children's and youth services.

The first Auditor General report in this series was a comprehensive inventory of services to children and youth administered through state agencies in California. It identified:

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\* Services to Children and Youth Administered Through State Agencies in California, Report 816.1, June 19, 1978.



- The state agencies which currently provide services to children and youth
- The cost and funding of each program serving children and youth
- The stated goals, types of services and local delivery agencies for each program serving children and youth.

Later Auditor General work on this subject will examine organizational, statutory and fiscal barriers to providing children's and youth programs in California.

This report provides background related to the Master Plan for Services to Children and Youth which the Office of Statewide Health Planning and Development in the Health and Welfare Agency is required by Chapter 1252, Statutes of 1977 (SB 363) to develop by July 1, 1980. The master plan is to include (but is not limited to) the following:

- A description of services and programs provided to children and youth by public and private agencies
- A listing of potential public and private funding sources for development and expansion of services to children and youth
- A study of the feasibility of establishing within the Health and Welfare Agency a state department of services to children and youth

- A proposal to establish an advisory council on children and youth.

Our first report in this series indicated the significance of coordination among these programs. Over \$5.5 billion of state and federal funds were spent on over 160 programs serving children and youth in 1977–78. Programs are administered by 37 state entities, with principal administrative responsibilities within the Department of Education and six departments within the Health and Welfare Agency (the Departments of Social Services, Health Services, Developmental Services, Mental Health, Youth Authority and Employment Development).

Eligibility for children's and youth programs is governed by more than 25 separate categories related to financial tests, diagnostic conditions and specific target populations and by more than 35 different age designations.

Programs providing the same or related types of services are often administered by many different state agencies/departments in California. For example, eight or more units of State Government were reported to have responsibilities for programs that included services in the area of child care, vocational training and delinquency prevention.

## SCOPE AND METHODOLOGY

In accordance with the legislative request, this report focused on state-level coordination among programs serving children and youth (i.e., rather than coordination with local and/or federal agencies) and formal coordinating mechanisms which have been established to promote coordination (i.e., as opposed to informal relationships).

All major types of formal relationships for coordinating children's and youth programs were examined, but not every instance of coordination among the more than 160 programs serving this population was reviewed.

In conducting the review, we:

- Surveyed state agencies to identify programs for which coordinating relationships exist
- Interviewed state and local agency staff and reviewed pertinent plans and documents related to coordination
- Performed detailed analyses of child care programs and services to handicapped children and youth to identify coordinating mechanisms throughout program management in these two areas
- Examined selected examples of coordination in other children's and youth programs (e.g., juvenile delinquency prevention, vocational training)

- Reviewed previous studies pertaining to coordination of children's and youth services in California
- Surveyed other states (using a mail questionnaire) to obtain information concerning procedures for coordinating children's and youth programs
- Visited three counties to examine at the local level issues related to state agency coordination.

Issues pertaining to intradepartmental as well as interdepartmental coordination of children's and youth services were included within the review.

Because previous studies have shown that coordination itself can be a costly and complex process, the focus of the review was on fundamental management functions which warrant coordination to ensure effective and efficient delivery of services and in which improved coordination is likely to be cost-beneficial.

#### Study Limitations

The study request directed the Auditor General to examine present relationships intended to promote coordination among state agencies involved in children's and youth services. It was not within the scope of the audit to identify major alternatives to the present state administrative structure for delivering these services. State

administrative alternatives including establishing a department of services to children and youth and an advisory council on children and youth (potentially consolidating and/or replacing present advisory groups) are to be examined by the Health and Welfare Agency in the Master Plan for Children's and Youth Services. The information contained in this report is intended to assist the Legislature in evaluating the advisability of such alternatives to the present state structure but does not examine such alternatives for delivering children's and youth services.

Neither was it the purpose of the study to examine in detail problems of coordination which result from constraints of federal laws and regulations. Rather, the principal focus was on identifying and evaluating the use of opportunities which exist for coordination under present statutory and administrative provisions. Nevertheless, it is important to note that federal requirements may serve (despite stated intent to the contrary in some cases) to (a) restrict the authority of state agencies to organize funding, delivery and accountability of services for children and youth in a consistent and efficient fashion, (b) directly or indirectly cause fragmentation and overlap among state agencies in the administration of services, or (c) limit state agencies' abilities to promote integrated delivery of children's and youth services at the local level.

## AUDIT RESULTS

### Overview of Findings

A variety of formal mechanisms have been established for or can be drawn upon to prevent duplication and fragmentation in the state-level administration of services to children and youth, including:

- State agency program planning processes
- Authority for coordinating funding of services
- Functions of particular state agency units, interdepartmental coordinating bodies, programmatic advisory groups and interagency agreements
- Required program reports and evaluations.

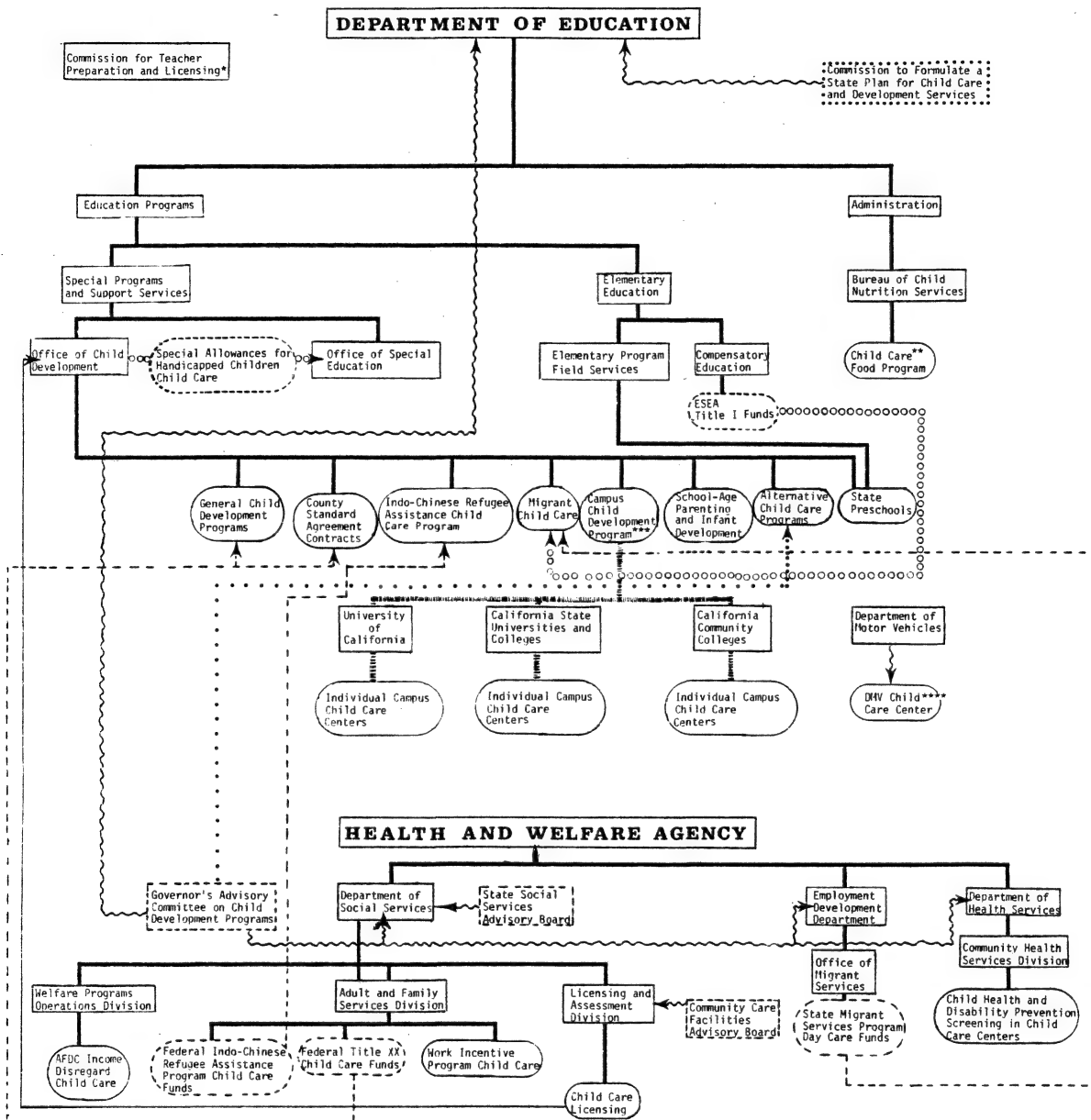
In addition to these general mechanisms, we found a variety of other relationships among state agencies involved in the administration of particular types of services.

Despite these relationships, inefficient and ineffective practices have occurred in interdepartmental management of these programs.

Furthermore, the totality of relationships among state agencies involved in the delivery of various services is quite complex. As an illustration, Chart 1 on page 12 portrays relationships among state-level entities involved in the administration of child care programs in California. Despite its complexity, it does not include all the relationships involved in the funding and administration of child care programs at the local level.

# CHART 1

## RELATIONSHIPS INVOLVED IN ADMINISTRATION OF CHILD CARE PROGRAMS





MANDATED ACTIVITIES FOR COORDINATED  
PLANNING ARE INEFFECTIVELY IMPLEMENTED

State agencies are statutorily required to coordinate planning for a variety of programs. In addition, the Office of Planning and Research (OPR) within the Governor's Office has responsibility for coordinating state agency planning. Nevertheless, we found a number of instances of ineffective implementation of mandated joint planning.

State and Federal  
Program Service Plans

State agencies are required by state and federal law to prepare plans for numerous programs providing services to children and youth including: (a) social services,\* (b) vocational education and manpower training, (c) special education for handicapped pupils, (d) crippled children's health services, (e) mental health services and (f) child health screening. Explicit provisions for coordination in program planning in each of these and other program areas are indicated in Appendix A.

Office of Planning and Research

The Office of Planning and Research is responsible for "coordinating planning of all state agencies" (Government Code, Section 65035). Specifically, it is required to:

\* Pursuant to Title XX of the Social Security Act.

...evaluate plans and programs of departments and agencies of state government, identify conflicts or omissions, and recommend to the Governor and the Legislature new state policies, programs and actions, or amendments of existing programs, as required, to resolve conflicts.... (Government Code, Section 65040).

In addition, OPR is responsible for maintaining the State Clearinghouse for applications for federal grants-in-aid. All requests for federal funds are to be processed through the State Clearinghouse; it is the Clearinghouse's responsibility to coordinate and review the plans and the comments received, including those comments by other agencies with responsibilities related to the subject matter.

#### Problems in Coordinating Planning Activities

Despite the existence of these formal procedures, we found problems related to coordination in planning. For example:

- Although there have been some joint efforts in this area, duplication has occurred in needs assessment activities undertaken to determine the magnitude and nature of service needs for particular programs and among particular target populations. As an illustration, state needs assessment activities conducted for special education programs have not been coordinated systematically with related activities (including screening and identification) conducted for other programs serving handicapped children

- Plans required for programs administered through state agencies (e.g., Title XX Social Services, Crippled Children's Services) have not provided a sufficient basis for coordination with a variety of other programs administered by state agencies which provide related services
- In at least one instance the absence of clear designation for program planning activities led to development of competing service plans by state administrative units. The Crippled Children's Services Section and the Disability Evaluation Branch within the subsequently reorganized Department of Health both developed plans during 1977 for newly available funds for medical and related services to blind and disabled children under Title XVI of the Social Security Act.\* The Health and Welfare Agency did not define responsibility for developing the plan for a number of months. This resulted in preparation of a plan that was never used as well as the delay in processing of funds and consequent problems related to the State's authority to use \$2.9 million in federal funds.

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\* Funds became available through the Supplemental Security Income/State Supplemental Payment program (SSI/SSP) as a result of the Mikva Amendment to Title XVI.

Causes of these problems include the multiplicity of separate federal and state program planning mandates as noted in Appendix A. Lack of coordination in planning has led to inefficiencies as evidenced by inconsistent needs assessments and duplicative planning efforts. The lack of coordination in planning has also led to the absence of a comprehensive basis for establishing priorities among programs and targeting resources effectively.

### CONCLUSION

Multiple mechanisms presently exist for coordinated planning of children's and youth services in the State. However, because these mechanisms are ineffectively implemented, integrated planning across programs has not occurred.

### RECOMMENDATION

We recommend that the Master Plan for Services to Children and Youth required by the Health and Welfare Agency specify procedures for integrated planning of children's and youth services by state agencies, including coordination among presently required program plans. These procedures should be developed in conjunction with the Office of Planning and Research and should include attention to procedures for joint state-level needs assessments and establishment of program priorities. Furthermore, OPR should ensure as part of its ongoing planning function that (a) individual service plans for particular programs fit into the overall framework established

by the Master Plan and that (b) problems related to absence of coordination which are identified through state agencies' mandated review of other agencies' service plans are resolved.

LACK OF COORDINATION IN FINANCING  
SERVICES RESULTS IN LOST OPPORTUNITIES

State-level budgeting for children's and youth services in California is generally undertaken independently for each program by funding source without examining interrelationships among various programs or identifying the most favorable financing available. The State has not utilized the latitude for efficient financing of services which is provided through federal provisions.

Coordination of financing for children's and youth services may be partially accomplished through the budgetary processes of (a) annual development and legislative review of the Governor's Budget and (b) review of all unbudgeted expenditure authorizations through Section 28 of the Budget Act.

Additional mechanisms for coordination include federal regulations which permit flexibility to states to free them from restrictive federal fiscal requirements. For example, federal regulations issued by the Office of Management and Budget (OMB) provide flexibility for states in the use of federal grants in order to promote coordination and efficiency in the delivery of human services. These regulations provide for joint funding of services and allow waivers of individual program requirements to improve service integration and delivery. They are consistent with the federal attempt to provide flexibility in administration and financing of programs under the Joint Funding Simplification Act of 1974 (Public Law 93-510).

Chapter 1103, Statutes of 1977 (AB 965-Montoya), is intended to take advantage of these federal provisions. It authorizes joint state agency funding of multiservice youth and family projects (e.g., youth service bureaus for the prevention and treatment of juvenile delinquency) and enables local agencies to qualify for combined sources of state and federal funding. This legislation took effect in 1978 under the overall management of the Office of Criminal Justice Planning (OCJP) with other state agencies required to cooperate with OCJP.

Except as a result of explicit legislative direction (such as that contained in Chapter 1103), state agencies generally have not taken full advantage of the authority for coordinated financing potentially available under a number of federal provisions.

In addition, state-level budgeting for children's and youth services has not included a systematic examination of the most favorable financing sources or the most advantageous combination of funding for various services. For example: in funding child care services, at least \$7.8 million in state funds could potentially be saved annually by supporting day care for eligible children as a welfare cost under Title IV-A of the Social Security Act rather than as a social service expenditure under Title XX of the Act.\* Savings could be achieved through an overall increase in the federal contribution for day care and a resultant decrease

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\* Funding child care as a welfare "income disregard" could potentially enable a small number of working AFDC recipients to remain on welfare longer than they would ordinarily (i.e., if child care is funded under Title XX). The Department of Social Services has indicated that the resultant total amount of additional welfare costs are likely to be relatively minor; their exact amount is inestimable according to the Department.

in state funding, with no change required in the total costs of day care services clients receive.\* (Liberated dollars could be used to reduce state expenditures or to finance other services.)

In contrast to this situation: state savings have been achieved by funding family planning services under Medi-Cal through Title XIX of the Social Security Act rather than with Title XX Social Services funds. Since the Office of Family Planning in the Department of Health Services began implementing a policy intended to utilize this opportunity, the billing to the State for family planning services received by Medi-Cal patients has decreased substantially.\*\*

As a general rule, however, alternative funding sources have not been examined systematically for the range of children's and youth services potentially fundable through several federal and state revenue sources. Examples include youth employment and vocational training services, narcotics and drug abuse programs and a variety of services for handicapped children and youth.

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\* Savings of approximately \$7.8 million are estimated by the Department of Social Services if (a) no change occurs in costs of day care presently used but financing of services for employed AFDC recipients is under Title IV-A as an AFDC work-related expense (rather than under Title XX as is now the case for many recipients) and (b) the State pays the excess if AFDC grants do not cover total current costs of child care. The Department estimates that savings would be approximately \$11.8 million if funding for child care under the Title IV-A method is at the average cost level currently incurred by AFDC clients who already claim for child care as an income disregard (under Title IV-A).

\*\* A small proportion of Medi-Cal eligible individuals continue to receive family planning services funded under the less favorable Title XX financing arrangement. Department staff have attributed this to difficulties related to procedures for determining Medi-Cal eligibility.



The absence of attention to financing alternatives for children's and youth services can be attributed to (a) the traditional pattern of discrete categorical funding of human service programs by the State and the Federal Government and (b) the lack of consideration of all sources of federal funds within the State's annual budgeting process.\* Of the \$5.5 billion of state and federal funds spent on services to children and youth in 1977-78, approximately \$2 billion were federal funds not comprehensively reviewed by the Legislature within the annual budgetary process.

As a result, millions of dollars in state and local funds may be used annually to support services which could be financed through additional use of federal dollars.

### CONCLUSION

Comprehensive and coordinated analyses are not undertaken to determine optimal funding sources for children's and youth services in the State. As a result, opportunities for increased federal fund maximization and for state and local savings may be foregone.

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\* Chapter 1284, Statutes of 1978, will revise current statewide budgeting and accounting procedures in numerous ways to (a) provide for comparisons of similar program activities across funding sources, (b) bring about legislative appropriation of federal and other presently nonappropriated funds and (c) establish a uniform fiscal data system for the State (the California Fiscal Information System under the Department of Finance). Provisions for new budgeting and accounting procedures under AB 3322 would take effect during 1979-80 for four of the seven principal departments which provide services for children and youth: the Departments of Education, Social Services, Health Services and Employment Development.

RECOMMENDATION

We recommend that the Master Plan for Services to Children and Youth required of the Health and Welfare Agency review available financing sources for children's and youth services to identify those providing the most favorable state and local funding. We further recommend that the Department of Finance and the Legislative Analyst incorporate findings of this analysis within the annual budgeting and ongoing review of expenditures for children's and youth services in the State.

LACK OF COORDINATION IN ADMINISTERING  
SERVICES LEADS TO INEFFECTIVENESS AND  
INEFFICIENCIES IN MANAGEMENT

There are a variety of interagency agreements, interdepartmental coordinating bodies and formal advisory groups with functions related to coordinating management of children's and youth services. However, administrative problems in areas of joint agency responsibilities and lack of adherence to legislated mandates for coordination suggest limited effectiveness of these mechanisms.

Interagency Agreements Related  
to Children's and Youth Services

Two principal types of interagency agreements exist to coordinate administration of children's and youth services: those accompanying financial contracts and those that do not entail transfers of funds but designate individual agency responsibilities in areas of shared responsibility. A general discussion of these types of agreements is contained in the text below; more extensive information concerning selected interagency agreements is contained in Appendix B.

Examples of interagency agreements accompanying financial contracts are those between (a) the Departments of Social Services and Education related to transfer of child care funds under Title XX of the Social Security Act and (b) the Departments of Employment Development and Education related to transfer of General Fund monies to provide child care for migrant farmworker families.

Nonfinancial interagency agreements are typically entered into to comply with mandates contained in federal or state law. One example is the series of pending agreements between the Department of Education and a number of other departments (i.e., Developmental Services, Mental Health, Health Services, Youth Authority and Rehabilitation) concerning standards for educational programs for handicapped children administered through agencies other than the Department of Education (i.e., state hospital and California Youth Authority programs). These agreements are necessary to meet requirements of Public Law 94-142, The Education for All Handicapped Children Act of 1975. A second example is the agreement between the Department of Education, the Chancellor's Office of the California Community Colleges, the Employment Development Department, the Department of Rehabilitation and the California Employment and Training Advisory Council concerning cooperative activities in vocational education and training programs. This agreement is necessary to address requirements of the federal Vocational Education Act of 1976.

Established Governmental/Advisory Entities  
with Coordinating Responsibilities

A number of governmental/advisory entities have responsibilities related to coordinating the administration of children's and youth services in California. They include particular administrative units within state agencies; interdepartmental coordinating bodies; and formal advisory groups for various state and federal programs. Examples of these governmental/advisory entities are discussed below; these and additional selected cases are described in more detail in Appendix C.

Particular administrative units within state agencies having coordinating responsibilities include the Office of Child Abuse Prevention (Department of Social Services) and the Department of Alcohol and Drug Abuse, both within the Health and Welfare Agency. Each unit is intended to provide coordination related to its respective program area (with the latter extending beyond responsibilities for services to youth). In addition, particular individuals within agencies may have designated responsibilities for program coordination. For example, Chapter 1252, Statutes of 1977 required the Health and Welfare Agency to assign to an agency deputy secretary the specific responsibility to assist state departments and counties to coordinate programs serving children and youth.

Various interdepartmental bodies also have been established during the past several years with functions related to coordinating administration of children's and youth services. Examples of presently functioning bodies include the Interdepartmental Council on Delinquency Prevention and the Commission on Children's Services. The first includes representatives from several state agencies having responsibilities related to programs for youth. It was established under the administrative authority of the Health and Welfare Agency Secretary in 1976. The second, the Commission on Children's Services, was created voluntarily within the Health and Welfare Agency to perform a variety of functions including ongoing coordination among programs administered by the various departments within the Agency.

A number of advisory groups established pursuant to federal and/or state law or administrative action have additional coordinating responsibilities related to administration of children's and youth services. These groups vary in roles and composition including differences in the strength of their statutory authority for effective coordination and the extent of designated state agency membership in relation to other public and private representation.

Examples of such advisory bodies include (a) the Governor's Advisory Committee on Child Development Programs, (b) the State Advisory Committee on Child Abuse, (c) the California Advisory Commission on Youth, (d) the California Advisory Council on Vocational Education and Technical Training and (e) the Advisory Commission on Special Education. Appendix C contains more detailed information concerning the authorization, location (e.g., independent; particular state agency liaison) and coordinating functions of these and other advisory groups.

#### Problems Related to Coordination in Program Administration

Despite a variety of formal coordinating agreements and entities having functions related to coordinating the administration of services for children and youth, we found a number of instances of lack of coordination. For example:

- Agreements between the Health and Welfare Agency and the Department of Education concerning the transfer of child care funds under Title XX of the Social Security Act\* have been associated with duplicative state agency administrative functions and costs (e.g., dual monitoring of programs)
- Licensing responsibilities for child care facilities are split between the Departments of Education and Social Services. Confusion has occurred in some licensing activities; in addition, some child care facilities have not been licensed despite the requirement that they be so in order to operate
- Responsibilities for day care centers for migrant farmworker families are shared by the Department of Education and the Employment Development Department. Inadequacies in center facilities in the areas of basic health and safety standards have been identified repeatedly since 1974. Although corrective action was required by the Legislature in 1975, problems have persisted. Additional steps to improve conditions were required by the Legislature through the 1978-79 Budget Act.

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\* Funds are transferred to the Department of Education.

- The need for state agency coordination in addressing problems of crime and violence in schools has been identified repeatedly; these problems are estimated to cost over \$50 million annually. The Legislature directed the Department of Education and the Office of Criminal Justice Planning to undertake specific cooperative activities in this area during 1977; the directive was not implemented and additional actions were required by the Legislature during 1978.

Causes of problems such as these include (a) absence of central state agency responsibility for particular services, (b) the inherent complexities associated with management of over 160 categorical programs for children and youth in the State, most of which have separate statutory requirements, and (c) difficulties in obtaining federal waivers of program requirements to allow for simplified state administration. The complexities of the present structure have resulted in unclear and fragmented administration of various types of services and duplicate administrative expenses.

### CONCLUSION

Numerous formal mechanisms have been established with designated responsibilities for coordinating the administration of children's and youth services in California. Nevertheless, problems have occurred in state-level administration as a result of ineffectiveness or absence of interagency coordination.



RECOMMENDATION

We recommend that the Health and Welfare Agency's Master Plan for Services to Children and Youth identify opportunities for consolidation and/or simplified state-level administration of programs serving children and youth in California. Among the alternatives which should be considered are:

- Consolidation of programs providing the same or related types of services
- Assignment of administrative responsibility for particular programs to one state agency rather than continuing divided responsibilities.

To assist in identifying and implementing these procedures, the Legislature should consider requiring that each of the seven principal departments serving children designate to an individual at the deputy level the responsibility for coordination with other state departments and between programs within the department itself.

POOR COORDINATION OF REPORTING  
AND EVALUATION LIMITS INFORMATION  
FOR DECISION-MAKING AND IMPOSES  
LOCAL DEMANDS

No overall mechanism exists for coordinated reporting and evaluation of children's and youth services in the State. Although the Legislature has occasionally required reports presenting consistent and/or integrated information about these services, the absence of required data has generally made it difficult to provide the specified information. As a result, decision-makers continue to lack the data necessary to determine the relative costs and benefits of various children's and youth services and to evaluate alternative policy options. However, present reporting requirements for local agencies are substantial.

Problems related to absence of coordination in accounting, reporting and evaluation of children's and youth services include:

- A lack of standard definitions for overall reporting of children's and youth programs, including inconsistencies in definitions of types of services, numbers and characteristics of individuals served and eligibility criteria\*
- Nonuniform reporting of annual statistics for particular programs which provide related services through different state departments/units. For example, reports concerning subsidized child care administered through the Department of Education and the Health and Welfare

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\* To address this issue in human services generally, Chapter 646, Statutes of 1976, required that the Office of Planning and Research develop a Human Services Classification System.

Agency have included statistical data which are not comparable. In the 1977-78 Budget Act (Supplemental Language), the Legislature required consistent statistical reporting by the two agencies. Although both agencies prepared the required reports, only some of the information in them provided a basis for meaningful comparisons of characteristics of the two types of child care and their respective costs

- The Legislature has passed a number of resolutions which required comprehensive reports about particular types of services provided through multiple state and/or federal programs. Examples include (a) a 1976 resolution requiring a study by the Health and Welfare Agency of all sources of funds for youth delinquency prevention services in the State, (b) legislation in 1977 requiring the Office of Criminal Justice Planning to survey major federal grant programs relating to families and youth, and (c) a resolution requiring the Auditor General to report on funding for narcotics and drug abuse programs. A wide variety of programs were identified in each of these reports. However, the absence of consistent data from other sources on the different programs identified makes it difficult or impossible to compare unit costs for services or to examine relative benefits of the various programs

- Legislation has mandated a number of procedures for reducing and/or consolidating local agency reporting requirements (e.g., for education programs). Nevertheless, local agencies have documented that costly requirements for local agency reporting have continued in these and other program areas. For example, the Orange County Maternal and Child Health program has had to employ three full-time clerks to comply with reporting requirements; a number of the requirements have entailed reporting of the same information.

Causes of these problems include (a) the traditional differences between programs in defining children's and youth services, (b) the absence of a presently functioning, integrated state information system for human services, (c) a lack of central processes at the state level for establishing consistent reporting and evaluation among programs and (d) inconsistencies among reporting requirements for various federal programs.

At the state level, the result of noncomparable data is the inability to provide decision-makers with fundamental information needed to identify costs and benefits of various programs and service priorities. At the local level, the result is expenditure of funds for numerous reports and evaluations which require different types of data. For example, a study conducted by the Sonoma County Public Health Department in

1977\* identified 376 different reports required annually. Other local agencies also report extensive and costly reporting mandates.

### CONCLUSION

Separate and inconsistent accounting, reporting and evaluation requirements exist for programs providing similar or related services to children and youth in the State. Present reporting mandates may require considerable local expenditures of resources and may not yield data which can be compared or aggregated for different programs. As a result, information is not available to judge the merits of alternative programs or establish priorities for funding.

### RECOMMENDATION

We recommend that the Master Plan for Services to Children and Youth:

- Propose procedures for consistent reporting and evaluation of children's and youth services
- Identify present reporting and evaluation requirements which might be eliminated as such a system is implemented.

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\* This report was funded by the Department of Health.

The consistent reporting we have recommended should yield the minimum information needed by the Legislature concerning services provided, numbers and characteristics of clients served, total and per unit costs and effectiveness of various programs. As a basis for streamlining local agency reporting requirements, the seven principal departments serving children and youth should identify mandates which might be consolidated or eliminated as a consistent reporting system is implemented and should identify other potential efficiencies to local agencies which might be achieved in the implementation of a consolidated reporting system (e.g., cyclical year reporting requirements, sampling procedures).

ADDITIONAL INFORMATION REQUESTED BY THE LEGISLATURE

COORDINATION OF CHILDREN'S AND  
YOUTH SERVICES IN OTHER STATES

Other states differ considerably in their approaches to interagency coordination of children's and youth services. Some have few explicit procedures in this area and others have a highly developed coordinating apparatus. Among the specific procedures used are:

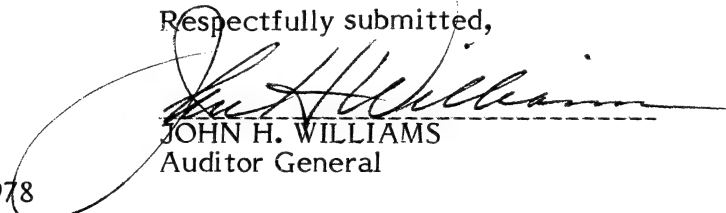
- Formal needs assessment processes to identify services provided by various programs and service gaps (Hawaii, Alabama)
- State children's service plans (Maine, Tennessee)
- Comprehensive children's program budgeting processes (Massachusetts, Colorado)
- Joint program reporting and evaluation in particular service areas (Massachusetts)
- Offices/departments for children varying from coordinating bodies (Pennsylvania, Utah) to those having substantial administrative functions (Massachusetts, Connecticut).

The age groups and activities included within these procedures vary among states, with major attention in some states directed to young children (i.e., preschool age) or to a few specific types of services (e.g., day care, child abuse prevention).

However, it is difficult to judge the effectiveness of these various mechanisms for agency coordination in other states due to the general absence of systematic evaluations of them. Three significant issues warranting attention which studies in this area have identified are:

- The respective functions of decentralized (regional, local) mechanisms for coordination in comparison to centralized (e.g., state-level) coordination of human services
- The appropriate roles of state agencies in the delivery of human services versus the overall planning, budgeting and evaluating of these services
- The importance of vertical (federal-state-local) as well as horizontal (e.g., between state agencies) coordination in children's and youth services and of coordination at the federal level related to these services.

Respectfully submitted,



JOHN H. WILLIAMS  
Auditor General

Date: September 28, 1978

Staff: Dr. Joan S. Bissell, Supervising Auditor  
Eugene T. Potter  
Andrew P. Fusso





STATE OF CALIFORNIA

EDMUND G. BROWN JR., Governor



## HEALTH and WELFARE AGENCY

OFFICE OF THE SECRETARY  
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Sacramento, California 95814  
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September 26, 1978

*Mario G. Obledo*  
SECRETARY

*James W. Connor*  
DEPUTY SECRETARY

Mr. John H. Williams  
Auditor General  
Joint Legislative Audit Committee  
Office of the Auditor General  
California Legislature  
925 L Street, Suite 750  
Sacramento, CA 95814

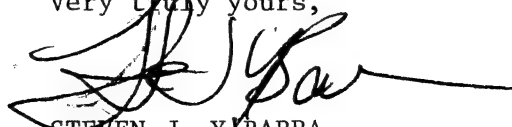
SUBJECT: Report of the Office of the Auditor General to the Joint Legislative Audit Committee--"Improvements are Needed in Coordination of Services for Children and Youth in California"

Dear Mr. Williams:

The specific problems described in your report will result in the Office of Statewide Health Planning developing a preliminary plan to: create an advisory committee to the master plan process; utilize the community meeting structure of the Statehouse Conference for Children and Youth for public input and validation of Agency planning processes; participate in the convening of existing child and youth advisory committees proposed by the Advisory Committee on Juvenile Justice and Delinquency Prevention. Further, we are currently developing plans to survey and analyze plan-making activities at the statewide level within child-serving departments. It is the Health and Welfare Agency's (HWA) intention to utilize existing plan-making activities to develop state-level priorities and policies for integration within the master plan to be developed for the Agency. The HWA will invite the Department of Education to participate in the process of developing the master plan.

We will ask each department involved in children's services to assign consistent and adequate staff resources to achieve this goal.

Very truly yours,

  
STEVEN J. YBARRA  
Deputy Secretary  
Children and Youth

cc: Mario G. Obledo



STATE OF CALIFORNIA  
DEPARTMENT OF EDUCATION

STATE EDUCATION BUILDING, 721 CAPITOL MALL, SACRAMENTO 95814

September 26, 1978

Mr. John H. Williams  
Auditor General  
Joint Legislative Audit Committee  
925 L Street, Suite 750  
Sacramento CA 95814

Dear Mr. Williams:

Thank you for the opportunity to respond to your draft report entitled, "Improvements Are Needed in Coordination of Services for Children and Youth in California."

In general, the report stresses the need for increased coordination in planning and administration of children's and youth services, and for consolidation or simplification of reporting and evaluation requirements. The Department of Education agrees that such goals are worthwhile. The Department has been working to accomplish these goals and appreciates the recognition in your report that the tasks are difficult to realize, given the multiplicity of funding sources and eligibility requirements, and the overwhelming number of potential recipients of services within the State of California.

As the report points out, a number of mechanisms for increasing coordination are in operation, including intra- and interdepartmental agreements and advisory committees. The Department of Education has utilized all of these mechanisms in its efforts to improve administration of all services to children and youth, and in particular educational services, and will continue to work with other agencies toward that end.

Although the Department of Education believes that substantial progress has been made, it certainly recognizes the need for increased coordination and more efficient planning and administration. The Department would like to express concern, however, with some of the suggested methods for implementing the recommendations, and question the accuracy of some of the supporting evidence offered in the report. Our specific comments are presented below under the four major subheadings in the report.

Mandated Activities...(page 13)

(1) Under Problems in coordinating planning activities (page 14), the report alludes to duplication in needs assessment activities occurring at the state level. Although the report does not refer to any specific agencies, it should be recognized that within the Department of Education, the Office of Child Development has participated for the last three years with the Department of Social Services in DSS needs assessment activities in the area of child care.

The report states as an example of duplicate needs assessment efforts, that:

"...state needs assessment activities conducted for special education programs have not been coordinated systematically with related activities (including screening and identification) conducted for other programs serving handicapped children".

The Office of Special Education within the Department of Education has undertaken a massive "Search and Serve" effort over the past several years to seek out and identify children in need of special education services, report the number of such children to the Federal Government each year, and begin service for the children. Other agencies, such as Crippled Children's Services, local county welfare offices, and private health clinics have, in fact, been involved in this effort and have been instrumental in referring children to local school districts for identification and inclusion in the Department of Education's child count.

In addition, the Department of Education is in the process of approving formal interagency agreements with Crippled Children's Services, the Department of Corrections, the Department of Developmental Disabilities (Regional Centers Branch) and other agencies, which specify the precise mechanism for interagency identification, assessment, and education of special education pupils. These pending agreements are mentioned briefly on page 24 of your report.

(2) Within the same section, the conclusion states that:

"Multiple mechanisms presently exist for coordinated planning of children's and youth services in the State. However, because these mechanisms are ineffectively implemented, integrated planning across programs has not occurred".

Several existing mechanisms for coordinated planning of children's and youth services in the state are working to increase coordination. Additional interagency agreements (such as those mentioned for special education pupils) are currently being formulated. Although the need for improved coordination certainly exists, the blanket statement that integrated planning "has not occurred" is inaccurate.

(3) The Recommendation in this section states that:

"...the Master Plan for Services to Children and Youth required by the Health and Welfare Agency specify procedures for integrated planning of children's and youth services by state agencies, including coordination among presently required program plans."

The Master Plan is certainly another potential vehicle for coordination of services. Development of a Master Plan must involve all major state agencies involved in providing services to children and youth. We concur, as stated in the Summary (page 3), that the Department of Education should be involved in the development of the Master Plan.

Lack of Coordination...(page 18)

(1) On pages 19 and 20, the report states that:

"...at least \$7,800,000 in state funds could potentially be saved annually by supporting day care for eligible children as a welfare cost under Title IV-A of the Social Security Act rather than as a social service expenditure under Title XX of the Act."

Again, in the footnote on page 20, it is estimated that:

"...savings would be approximately \$11,800,000 if funding for child care under the Title IV-A method is at the average cost level currently incurred by AFDC clients who already claim for child care as an income disregard (under Title IV-A)."

Massive use of the income disregard system to the exclusion of the current subsidy of programs is an alternative method of administering child care and development services. However, in considering this alternative, the Department believes that the goal should be to improve service to an increasing number of children, not merely to save money at the expense of program quality. Under income disregard, the administering agency (Department of Social Services) does not ascertain the suitability of the location of care, qualifications of the provider, or quality of the program. There is no licensing and no monitoring of care. These facts reflect major problems in ensuring quality child care services. It should be recognized that correcting these problems would eliminate most, if not all, of the cost savings projected in the report.

(2) The Department of Education concurs in the Recommendation that:

"The Master Plan for Services to Children and Youth required of the Health and Welfare Agency review available financing sources for children's and youth services to identify those providing the most favorable state and local funding. We further recommend that the Department of Finance and the Legislative Analyst incorporate findings of this analysis within the annual budgeting and ongoing review of expenditures for children's and youth services in the State."

Such identification of funding sources is always helpful.

Lack of Coordination in Administering Services...(page 23)

(1) On page 27, the report states that:

"Agreements between the Health and Welfare Agency and the Department of Education concerning the transfer of child care funds under Title XX of the Social Security Act\* have been associated with duplicative state agency administrative functions and costs (e.g., dual monitoring of programs). Licensing responsibilities for child care facilities are split between the Departments of Education and Social Services."

In fact, the Departments of Social Services and Education have greatly reduced duplication of state agency administrative functions and costs by agreeing that certain agencies will be administered through, and licensed by, the Office of Child Development, and others by the Department of Social Services. The distinction between types of agencies is clear and unfragmented, in contrast to statements on page 28 of the report.

The Department of Education and the Department of Social Services have jointly requested the federal government to waive the single state agency requirement which would eliminate what duplication of administration does presently occur. Such a waiver would result in a saving of \$300,000--the total amount the Department of Social Services retains for administration at the state level. The report does mention briefly (page 28) the difficulties encountered in obtaining such a federal waiver.

(2) The Recommendation on page 29 suggests that programs providing the same or related services be consolidated. The Department of Education agrees. The second part of the recommendation proposes:

"Assignment of administrative responsibility for particular programs to one state agency rather than continuing divided responsibilities."

Such assignment of responsibilities is desirable for programs which are clearly educational, or welfare in nature. However, for programs which span the range of program types, coordination between the various state agencies involved is vital for effective administration.

Poor Coordination of Reporting and Evaluation...(page 30)

The Department of Education agrees that there may exist:

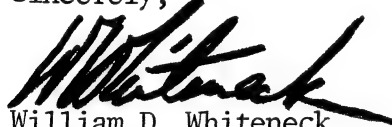
"Nonuniform reporting of annual statistics for particular programs which provide related services through different state department/units."

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The Department of Education has, and will continue to work with other Departments to modify the nature of reports required of agencies, as long as such modifications do not result in inability to collect data required by the Legislature, or lack of information needed for effective program administration. Within the Department we have established a Data Acquisition Review Committee and an advisory committee which review all data requests made by the Department of local agencies, and provide the Department with information regarding the availability of data and the burden of data collection. These committees have been effective in greatly reducing the amount of data required from local public and private agencies. Other state departments may wish to consider a similar type of review body.

Again, thank you for allowing us an opportunity to review the draft report.

Sincerely,



William D. Whiteneck  
Deputy Superintendent for Administration  
(916) 445-8950

WDW:me

cc: Don McKinley  
Davis Campbell  
Barry Griffing  
Frances Walker  
Peter Birdsall  
Cathy Barkett  
Bob LaLiberte

AUDITOR GENERAL COMMENTS ON AGENCY RESPONSES

While both agencies indicated concurrence with the recommendations of the report, the Department of Education questioned some of the specific findings. The Department's comments generally failed to distinguish between the existence of mechanisms for coordination and the effectiveness of these mechanisms. As the Department noted, our review identified a substantial number of formal processes which have been established for the purposes of interagency and intra-agency coordination. The Department cited a number of these in support of its concern about "the accuracy of some of the supporting evidence offered in the report." The major difference between the information contained in the Department's response and that in our report relates to the fact that we examined not simply whether formal coordinating procedures exist but also their effectiveness in eliminating fragmentation and duplication in the delivery of services to children and youth.

The issues involved in this report are significant and complex, not only from the perspectives of program cost and multiple administration media, but social consequences as well. With resources becoming more scarce, we believe that the respective legislative fiscal and policy committees could gain valuable oversight perspectives regarding the goals and delivery of these programs through public hearings to closely examine the issues raised in this report.

TABLE 1

SELECTED PLANS FOR CHILDREN'S AND YOUTH SERVICES WITH COORDINATION PROVISIONS

<u>Plan</u>	<u>Authorization</u>	<u>Responsibility</u>	<u>Coordinating Functions</u>
Comprehensive Annual Services Program Plan	Public Law 93-647, 1975--Social Security Act, Title XX	Department of Social Services	- Comprehensive statewide planning of Title XX Social Services (e.g., Information and Referral, Protective Services for Children, Out-of-Home Care Services for Children, Child Day Care Services, etc.)
Youth Services Plan	<u>Unemployment Insurance Code, Section 9806</u>	Employment Development Department	- Improve statewide coordination and cooperative planning of youth services.
The California Five-Year State Plan for Vocational Education	Public Law 94-482, 1976	Department of Education	- Coordinate vocational education and training programs in the State.



TABLE 1 (continued)

<u>Plan</u>	<u>Authorization</u>	<u>Responsibility</u>	<u>Coordinating Functions</u>
State Plan Education for All Handicapped Children Act	Public Law 94-142, 1975	Department of Education	<ul style="list-style-type: none"><li>- Assurance of state educational agency supervision of all educational programs for handicapped children within the State.</li></ul>
Program Plan-Crippled Children Services	Social Security Act, Title V <u>Health and Safety Code, Section 249</u>	Department of Health Services	<ul style="list-style-type: none"><li>- Cooperation between Department of Health Services and Department of Education</li><li>- Cooperation between Department of Health Services and medical, health, nursing and welfare groups and organizations.</li><li>- Supervision by Department of Health Services of services to handicapped children not directly administered by the State.</li></ul>

TABLE 1 (continued)

<u>Plan</u>	<u>Authorization</u>	<u>Responsibility</u>	<u>Coordinating Functions</u>
Supplemental Security Income Disabled Children's Program Plan	Public Law 94-566, 1976	Department of Health Services	<ul style="list-style-type: none"><li>- Establish comprehensive referral and treatment program for blind and disabled children under age 16 who are SSI recipients.</li><li>- Coordinate and monitor receipt of services by SSI disabled children.</li></ul>

Other plans for human services also include provisions for services to children and youth (e.g., Mental Health, State Plan for Aid to Families with Dependent Children, State Plan for Developmental Disabilities Services, etc.)

TABLE 2

SELECTED INTERAGENCY AGREEMENTS FOR COORDINATION OF CHILDREN'S AND YOUTH SERVICES

<u>Type of Interagency Agreement</u>	<u>Agencies/ Departments Involved</u>	<u>Purpose</u>	<u>Coordinating Functions</u>
Interagency Agreement/ Transfer of Funds	Department of Social Services--Department of Education	Transfer of federal Social Security Act, Title XX child day care funds	- Specify administrative responsibilities and financial contract provisions for transfer of Title XX child day care funds.
Interagency Agreement/ Transfer of Funds	Department of Social Services--Department of Education	Transfer of federal Indo-Chinese Refugee Assistance Program (IRAP) child care funds	- Specify administrative responsibilities and financial contract provisions for transfer of IRAP child care funds.
Interagency Agreement/ Transfer of Funds	Employment Development Department--Department of Education	Transfer of General Funds for migrant child care services	- Specify administrative responsibilities and financial contract provisions for transfer of funds for migrant child care services.

TABLE 2 (continued)

<u>Type of Interagency Agreement</u>	<u>Agencies/ Departments Involved</u>	<u>Purpose</u>	<u>Coordinating Functions</u>
Nonfinancial Inter-agency Agreement	Department of Social Services--Department of Education	Delegates authority for licensing of child development programs administered by Department of Education	- Specify responsibilities for licensing of state-funded child development programs by Department of Education.
Nonfinancial Inter-agency Agreement	Department of Education--Chancellor's Office of the California Community Colleges--Employment Development Department--Department of Rehabilitation and California Employment and Training Advisory Council	Fulfill requirements of Public Law 94-482, 1976	- Establish joint needs assessment to determine vocational and manpower program priorities. - Specify roles in vocational training and job placement.

TABLE 3

SELECTED ADVISORY BODIES WITH PRINCIPAL FUNCTIONS  
RELATED TO COORDINATION OF CHILDREN'S AND YOUTH SERVICES

<u>Advisory Body</u>	<u>Authorization</u>	<u>Location</u>	<u>Coordinating Functions</u>
Governor's Advisory Committee on Child Development Programs	<u>Education Code, Section 8254</u>  <u>Education Code, Section 8450</u>	Health and Welfare Agency	<ul style="list-style-type: none"> <li>- Review needs data relating to young children.</li> <li>- Evaluate the appropriateness and effectiveness of child development programs and reporting thereon to the Governor and Legislature.</li> </ul>
Commission to Formu- late a State Plan on Child Care and Development	Authority of Superin- tendent of Public Instruction	Department of Education	<ul style="list-style-type: none"> <li>- Assist the Department of Education in developing and reviewing alternative child care delivery systems.</li> <li>- Examine principles, goals and program components of child development services.</li> <li>- Review funding and standards for these programs and make recommendations related to them.</li> </ul>
State Advisory Committee on Child Abuse	<u>Health and Safety Code, Section 320.7</u>	Department of Social Services	<ul style="list-style-type: none"> <li>- Advise the Office of Child Abuse Prevention and the State Child Health Board concerning performance of the Office's duties and responsibilities, including statewide coordination of general information and education in child abuse prevention, and assisting counties in coordination of child abuse prevention programs.</li> </ul>

TABLE 3 (continued)

<u>Advisory Body</u>	<u>Authorization</u>	<u>Location</u>	<u>Coordinating Functions</u>
Commission on Children's Services	Informal agreement among Health and Welfare Agency staff	Department of Health Services	<ul style="list-style-type: none"> <li>- Build effective intergovernmental relations.</li> <li>- Develop state strategy to support county efforts to coordinate children's services.</li> <li>- Establishing priorities for annual program development efforts, including cooperative funding arrangements among programs serving children.</li> </ul>
State Juvenile Justice and Delinquency Prevention Committee	<u>Welfare and Institutions Code, Section 1798</u>	Department of Youth Authority (CYA)	<ul style="list-style-type: none"> <li>- Advise the Director of CYA on matters relating to crime and delinquency prevention, especially as related to community-based prevention programs.</li> </ul>
California Advisory Commission on Youth	<u>Government Code, Section 12102 et seq.</u>	Lieutenant Governor's Office	<ul style="list-style-type: none"> <li>- Coordinate youth activities information.</li> <li>- Advise Governor and legislature on youth affairs.</li> <li>- Study problems, activities and concerns of youth.</li> <li>- Coordinate state-funded juvenile delinquency related programs.</li> <li>- Prepare reports and review data on juvenile delinquency.</li> </ul>
Interdepartmental Council on Delinquency Prevention	Authority of Health and Welfare Agency Secretary	Department of Youth Authority	



TABLE 3 (continued)

<u>Advisory Body</u>	<u>Authorization</u>	<u>Location</u>	<u>Coordinating Functions</u>
California Advisory Council on Vocational Education and Technical Training	Public Law 94-482, 1976 <u>Education Code</u> , Section 8000 et seq.	Independent	<ul style="list-style-type: none"><li>- Identify, after consultation with State Manpower Services Council, employment and training needs of the State, including training needs.</li><li>- Assess the extent to which vocational education, employment training, vocational rehabilitation and related programs represent a consistent, integrated and coordinated approach to meeting employment and training needs.</li><li>- Comprehensive review of vocational education in public elementary and secondary schools.</li><li>- Coordinate activities of state agencies related to the CHDP program.</li></ul>
Commission on Vocational Education	Authority of Superintendent of Public Instruction	Department of Education	
Child Health and Disability Prevention Coordinating Committee	Authority of Director of Health Services	Department of Health Services (membership includes other agencies)	



TABLE 3 (continued)

<u>Advisory Body</u>	<u>Authorization</u>	<u>Location</u>	<u>Coordinating Functions</u>
Advisory Commission on Special Education	Public Law 94-142, 1975 <u>Education Code</u> , Section 33590 et seq.	Independent (Liaison with Department of Education)	- Study and provide assistance to the State Board of Edu- cation in new or continuing areas of research, program development and evaluation in special education.

Other advisory groups perform functions which may pertain directly or indirectly to coordination of children's and youth services (e.g., State Council on Developmental Disabilities, State Social Services Advisory Board, State Child Health Board, etc.).

Office of the Auditor General

cc: Members of the Legislature  
Office of the Governor  
Office of the Lieutenant Governor  
Secretary of State  
State Controller  
State Treasurer  
Legislative Analyst  
Director of Finance  
Assembly Office of Research  
Senate Office of Research  
Assembly Majority/Minority Consultants  
Senate Majority/Minority Consultants  
California State Department Heads  
Capitol Press Corps